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~~PART II~~

Coordination of Requirements for
Collection of Intelligence Information

1. What is Meant by the Coordination of Requirements?
Judgments on the following questions are required before requirements for field collection can be said to be adequately coordinated at headquarters. Many who are concerned with this subject frequently forget or overlook the fact that the eventual responsibility for making these judgments falls not upon researchers but upon middlemen known as "requirements officers" in research offices or upon those associated directly with the managers of the collection facilities.

(a) Can the Answer to the Requirements be Found in Washington? In general, requirements officers press researchers with regard to whether this material has already been placed in finished intelligence and the more competent analysts are fully aware of the existing literature, both unclassified and classified. However, it is the requirements officers, either directly attached to research offices or a central facility such as the Office of Collection and Dissemination (OCD) in CIA, who are trained to query the availability of the material in Washington and whose knowledge and experience in locating materials provides some expertise in this regard. It can also be said that in the last several years there has been an increased effort to construct bibliographies of materials such as, for example, the monthly accessions list of Soviet publications put out by the Library of Congress under contract with CIA as well as increased efforts to exploit systematically such literature through the use of Foreign Documents Division/CIA (FDD) and certain external contract arrangements.

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(b) Has a Requirement for this Information Already been Levied? The requirements officers in the research offices, committees which levy requirements, the separately established offices such as CIA/OCD and finally the offices administering the collection programs should recognize a duplicating requirement; However, it should be noted that there is no mechanism to assure against duplication say, for example, of collection [redacted] against identical requirements levied by different consumers. It is true that, in theory, once information against a requirement is collected and disseminated that other similar requirements will either be dropped or not levied. CIA/OCD is planning a central register of those requirements which they handle to assure inter alia against duplication of requirements.

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(c) Which Collection Facility Should Receive the Assignment? Any judgment made initially by the research analyst may be checked by the requirements officers and tested by the staff of the administrator of the collection facility to which it is assigned. Clandestine collection, because of its hazards and expense, is normally not undertaken until collection from overt sources fails or can be anticipated to fail and the matter is of importance. Exceptions arise where clandestine capabilities have been developed and are available [redacted]. Planning the overall direction of clandestine collection does receive coordinated interagency guidance and reflects the priorities of National Intelligence objectives as stated in DCID 4/4.

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(d) Does the Requirement Reflect the Immediately Related Needs of Others than the Originator? In the main such correlation, if any, is a responsibility shouldered by the requirements officers or the staffs of the collection facility itself. Some improvements in this regard have been made as

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a result of advances in the coordination of research. Thus, requirements which take account of related needs may emerge, for example, from the Watch Committee, the EIC, the JAEIC and from the NIS program and, stated in broader form, from the IAC post mortem procedures managed by ONE. In addition, recently a statement of requirements for intelligence information for support of propaganda and psywar activities of the Government has been made.

(e) Is the Requirement Properly Handled in Keeping With its Importance and the Capabilities of the Collection Facility to Which it has been Assigned? This is frequently called the "priorities" problem and is one which has proved fascinating to explore theoretically. National Intelligence Objectives and Priorities (DCID 4/3 and DCID 4/4) are the most authoritative overall guidance on intelligence matters relating to national security. (It is generally felt that matters which can be labeled as relating to national security are ipso facto more important than those requirements which are immediately responsive to departmental needs. However, "National Security" needs existed before that phrase acquired its present usage and there was a time when there was no real distinction between departmental needs and national security needs. This is still true today, at least to a great degree.) While national intelligence objectives can provide some guidance in planning various collection programs three qualifications should be kept in mind with respect to judging the importance of collection requirements in the light of national intelligence objectives:

(1) That a given collection facility may have relatively little capability at the time of receipt to collect on requirements directly related to national intelligence objectives;

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(2) That such facilities may have great capability on matters not directly related to national intelligence objectives. Those analysts working on subject matter which is readily identified with major national intelligence objectives thus may seek to impose the theory that such objectives should guide all collection, although when they find their own work to be related to a subordinate objective they are inclined to point out the importance of exploitation of "incidental" capabilities while major objectives are being pursued.

(3) That national intelligence objectives are in the main most meaningful to the researcher. A proper translation by the researcher of those national intelligence objectives eventually into collection requirements which exclude intelligence already collected or produced is the way in which objectives are meaningful to the collector. There is of course the possibility that a lower priority might be given to minor supplementary information on a high priority item than to major basic information necessary to a lower priority item.

2. Will a Coordinated Research and Estimating Program Produce Coordinated Requirements? To a considerable extent this is true. The development of a national estimating program on an annual, semi-annual and quarterly basis has definitely affected and given direction to research work in the IAC agencies even though no doubt the same subjects would have been the object of investigation even if national estimates were not produced. This is because the policy problems which require intelligence support would still exist. The Economic Intelligence Committee, which coordinates the production of economic intelligence related to the national security, is charged (IAC-D-22/1) with reviewing

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the adequacy of available data, and recommending priorities and allocation of responsibilities for collection to fill specific gaps. Accordingly the EIC publishes a series of systematic surveys of priority deficiencies in collection, designed to cover each broad sub-area of economic intelligence. Those surveys are transmitted to requirements and collection officers of the IAC agencies for coordinated consideration, and for a report back as to the extent to which the various items listed are receiving special attention by collection channels most likely to produce results.

The NIS program, while not strictly in response to a list of priority national intelligence objectives, is designed to meet the priority needs of the JCS for area coverage of basic intelligence. Guidance to collectors from this program is to ensure that gaps in the program are closed.

However, it should be kept clear that even where research is coordinated that each agency may have a need for and levy requirements for identical information necessary to develop similar parts of difference research programs.

3. Is There an Identifiable Gap in the Coordination of Requirements Process? As outlined previously, each research office in the intelligence community, for practical purposes, deals separately and independently with the collection offices which serve and support it. Conversely, each collection office independently looks to the various research components for requirements and guidance. For certain categories of information, more than one collector frequently possesses a collection potential. It sometimes happens, therefore, that the several agencies, in order to meet their own needs, are devoting time and effort to building up sources and collecting information in the same subject area. This phenomena can be identified most

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clearly in the case of [redacted] the Foreign Service, and the service attaches in several aspects of the economic field; it may well exist in other cases. It may be argued that the desirability of obtaining confirmation from other sources of items of intelligence makes the duplication of effort worthwhile. In some instances confirmation from other sources is desirable, but these instances could be treated separately and may not justify the present degree of duplication of effort.

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